

APPENDIX VI
RECREATION
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APPENDIX VI RECREATION

VI-1. **Background.** The Corps is the nation's leading Federal provider of outdoor recreation opportunities. As the host of more than 375 million visitors a year, the Corps plays a major role in meeting the outdoor recreation needs of Americans. Corps recreation projects contribute economically and socially to the communities in which they are located, providing a natural resource setting for visitors to reap the benefits to their physical, mental and spiritual health from engaging in outdoor activities.

VI-2. **Recreation Mission and Goal.** The Corps Natural Resources Management (NRM) mission statement is:

“The Army Corps of Engineers is the steward of the lands and waters at Corps water resources projects. Its Natural Resources Management Mission is to manage and conserve those natural resources, consistent with ecosystem management principles, while providing quality outdoor public recreation experiences, to serve the needs of present and future generations. In all aspects of natural and cultural resources management, the Corps promotes awareness of environmental values and adheres to sound environmental stewardship, protection, and compliance and restoration practices. The Corps manages for long-term public access to, and use of, the natural resources in cooperation with other Federal, State, and local agencies as well as the private sector. The Corps integrates the management of diverse natural resources components such as fish, wildlife, forests, wetlands, grasslands, soil, air, and water with the provision of public recreation opportunities. The Corps conserves natural resources and provides public recreation opportunities that contribute to the quality of American life”.

a. The NRM mission statement recognizes the strong interrelationship between the health of the natural resources and the quality of the recreation experience provided. The portions of the above mission statement that are directly related to recreation are underlined. Our recreation program goal is to enhance the quality of American life by providing benefits to individuals, communities, the national economy and the environment.

b. Table VI-1 immediately below displays the Recreation Program Objectives and Performance Measures published in the March 2004 Civil Works Strategic Plan. Preparation of the FY 09 Budget Request requires the recognition of a constrained budget environment and the ongoing effort to improve the linkage of budget to performance. The performance measures which support and/or supplement Table VI-1 program objectives and performance measures to reflect the near term realities of a constrained FY 09 budget environment are described in paragraph VI-15 below.

| TABLE VI-1 Strategic Plan Objectives and Performance Measures | |
|---|--|
| Program Objectives | Performance Measures |
| Provide justified outdoor recreation opportunities in an effective and efficient manner at Corps operated water resources projects. | National Economic Development Benefit |
| Provide continued outdoor recreation opportunities to meet the needs of present and future generations. | Recreation Unit Day Availability Customer Satisfaction (only used to identify facility/service improvement needs) |
| Provide a safe and healthful outdoor recreation environment for Corps customers | Facility Condition Index |

VI-3. Recreation Budget Goals and Objectives. Although the Corps recreation program is well established, stable and well regarded, our ability to continue to provide high quality recreation experiences to meet the needs of current and future generations is jeopardized by constrained funding. Years of sub-optimal funding have precluded preventative maintenance or facility modernization or improvement, including improvements to increase operational efficiencies, resulting in an aging and outdated recreation infrastructure.

a. Accordingly, a concentrated nationwide emphasis must be placed on assuring available funding provides the optimum nationwide recreation program for the nationwide investment. To achieve this goal, the following recreation budget objectives are established for the FY 09 program.

(1) Initial investments must provide equivalent public opportunity, at consistent service levels, across the Corps national recreation program.

(2) Initial and incremental investments must reflect the results of operational efficiencies analyses and implementation.

(3) Existing recreation infrastructure critical to meeting current and future needs must be maintained and protected.

(4) Recreation opportunities must provide a safe, healthful and accessible experience.

(5) All recreation opportunities must be provided consistent with environmentally sustainable development and environmentally friendly business practices for the benefit of future generations.

b. In order to achieve the above objectives, two tasks must be accomplished:

(1) We must conscientiously and objectively determine equivalent initial funding levels, to assure all projects across the country are starting annual budgets from the same point.

(2) We must establish a system of performance measures that will permit objective evaluation of various investment choices to assure incremental investments above initial provide the greatest benefit for the investment, while maintaining consistent public service levels. The FY 06 through FY 08 budgets provided a great deal of information about the performance of alternative investment choices. In the FY 09 budget, we must continue to improve our investment choices, using refined performance measures to improve data accuracy.

c. Once an appropriate and equivalent initial funding level has been established and a system of effective performance measures is implemented, informed and wise decisions can be made to meet our goal of providing the greatest public benefit for the nationwide budgetary investment.

VI-4. FY 09 Recreation Budget Focus Areas. The following focus areas should be considered when developing incremental recreation budget packages for FY 09.

a. Critical Maintenance (non-routine). Critical non-routine maintenance is defined as maintenance that if not performed in the budget year will result in the loss of a necessary component of the recreation infrastructure. Work packages to fund critical non-routine maintenance should be identified with an indicator in Rec-BEST so the total program requirement can be quantified. Critical non-routine maintenance items may be new items in FY09. It is not required that they were identified in the previous year's budget to qualify as critical. Identifying a work package as critical non-routine maintenance indicates this is higher priority work than routine O&M for the recreation program. Critical non-routine maintenance will only be budgeted in Improvement Increment and entered in P2 as Increment 2 package.

All critical routine activities should be included in the initial package and entered in P2 as increment 1 package (see paragraph V1-10 below).

b. **Accessibility Improvements for Persons With Disabilities.** The Corps has a legal obligation to provide accessibility to public recreation sites, facilities and programs in accordance with statutory requirements and codified guidelines. Non-compliance with these requirements and guidelines constitutes a civil rights violation. Accordingly, improvements required to meet these requirements and guidelines are a priority for funding. Funds allocated in the President's budget for this purpose and subsequently appropriated must be expended for this purpose. Improvements required to meet statutory requirements and codified guidelines, and for which budget packages should be developed, include:

(1) Improvements to facilities constructed after 1984, when the Uniform Federal Accessibility Standards (UFAS) were published, which do not meet UFAS guidelines. UFAS guidelines may be found at <http://www.access-board.gov/ufas/ufas-html/ufas.htm>. Accessibility improvements made to such facilities (i.e. those constructed after 1984 which do not meet UFAS guidelines) must comply with current guidelines, which may be found at <http://www.access-board.gov/ada-aba/final.htm>.

(2) Improvements required to make recreation programs, i.e. camping, picnicking, boating, swimming, etc., accessible. For the purposes of budgeting Corps recreation program requirements, a program is defined on a project basis. Therefore, if a camping program is available at recreation areas operated by the Corps on a water resources development project, at least one camping opportunity (campsite, plus associated facilities, plus the route between associated facilities) on the project must be accessible. Improvements required to meet program accessibility requirements must comply with current guidelines.

c. **Efficiency Improvements.** Investments in efficiency improvements to support and maintain current performance levels at justifiable Initial cost optimizes the nationwide recreation program for the nationwide investment. Work packages should be developed to fund efficiency improvements that will result in decreased future O&M costs.

d. **Recreation Area Modernization.** The modernization of recreation sites and facilities involves updating existing facilities to meet current guidelines and user needs, as well as modifying facilities and services to improve efficiency and effectiveness. Ongoing identification of modernization needs and budgeting to accomplish the most critical of these needs is important to the Corps overall, long-term management of its recreation program. Modernization activities will be funded through O&M work packages above initial. A new Work Category Code (WCC), 61515, was developed in FY 07 to facilitate submittal and evaluation of modernization work. All costs for the modernization, replacement or additions for modernization to recreation facilities and structures such as trails, campgrounds, picnic areas, restrooms, showers, boat ramps, parking areas, roads, grounds, utilities associated with recreation use, buildings used for recreation purposes should be included in WCC 61515. Work using this WCC must meet current standards as identified in EM 1110-1-400 and should be bundled in logical packages that assure the biggest return on investment can be realized in the shortest amount of time. Only those packages that make "good business sense" should be included. Packages using this WCC cannot be included in the Initial funding level.

VI-5. Recreation Maintenance. See Annex C (O&M) for Operation and Maintenance Unfunded Requirements Reporting Requirements. It is important to identify and budget for all justified unfunded maintenance requirements for recreation within capability for the budget year. (Capability is described in main section of the EC). Work packages should be developed in Improvement Increment to address all requirements for unfunded maintenance. Unfunded maintenance is defined as those unfunded maintenance work items that are required and should have been funded in the previous year (FY 08) to provide reasonable assurance that project performance goals can continue to be met and that undue risk

of failure is avoided. If these maintenance requirements are not identified, we have an incomplete understanding of our total budgetary requirements, regardless of what is or is not funded. Recreation maintenance may be identified further as critical in accordance with paragraph VI – 4(a) above. An indicator code for critical maintenance activities is provided in Rec-BEST.

VI-6. Increased Recreation Fee Collection. Efforts continue to obtain legislative authority for the Corps to retain all or a portion of the recreation use fees collected, with the primary objective of funding maintenance and improvement of recreation sites and facilities. Accordingly, in conjunction with the FY 09 budget development, efforts should be made to identify opportunities to enhance fee collection as appropriate and in accordance with existing policy and guidance. Implementation guidance will be developed for any additional authorities obtained. Our success in increasing recreation use fee collection will impact directly our success in meeting goals related to the Cost Recovery performance measure discussed in paragraph VI-15 below.

VI-7. Recreation Program Performance Improvement Initiative (RPPII). The RPPII is currently under development and is designed as a multi-year long-range plan to address the Recreation Business Line challenges in providing recreation opportunities at a consistent, affordable and acceptable level as defined by performance metrics. The RPPII will establish a process to evaluate the current performance of recreation areas and projects, identify appropriate strategies to improve performance, and monitor and measure success. Products developed through the RPPII will provide assistance to Operations Project Managers in developing and justifying appropriate budget proposals, as well as in executing the appropriated program. Information about the RPPII may be found at <http://corpslakes.usace.army.mil/employees/rppii/rppii.html>

VI-8. Visitor Centers. Two Work Category Codes (WCC's) were developed for the FY 07 budget for Visitor Center Operations, WCC 60514, and Visitor Center Maintenance, WCC 61514. Visitor Center costs previously (prior to FY07) included under WCC's 60511 and 61511 respectively should now be included in the new WCC's. This includes costs for officially designated visitor centers. For maintaining and operating information centers that are not designated as visitor centers this year, the necessary costs should be included in the Initial Increment using WCC's 60511 and/or 61511. This should not result in an increase in total budget. The sum of 60511 and 60514 should not be more than the previous total for 60511. The sum of 61511 and 61514 should not exceed that previously budgeted for 61511. The new WCC's simply allow us to distinguish between costs for visitor centers and costs for other recreation sites and facilities. The descriptions for the new Visitor Center WCC's are:

a. WCC 60514: Includes all costs associated with the operation of visitor centers, including personnel costs; custodial services; snow, ice and debris removal; lawn and shrubbery maintenance; landscaping; grounds; tour operator services; utilities and supplies; exhibits (interior and exterior); supporting costs of cooperating associations, heating and cooling systems, audio visual programs, building material and equipment costs.

b. WCC 61514: Includes all costs for the maintenance and repair, replacement, additions and efficiency improvements to, or retirement of, visitor center buildings, displays, audiovisual systems, heating and cooling systems, landscaping, grounds, exhibits and utilities.

VI-9. Customer Comment Card Program. The customer comment card program is administered by Corps project staff to obtain feedback systematically from visitors on the quality of facilities and services at Corps managed recreation areas. The written comments offered by visitors can be especially helpful for identifying the facility and service improvements that are most needed at recreation areas. Accordingly, visitor comments obtained through the comment card program should be considered when

developing recreation program budget packages. Visitor comments that demonstrate the need for a particular budget package should be referenced in the budget package description.

VI-10. Definitions of Funding Increments. There are three funding increments for the recreation business line: the Initial funding level for each project is the minimum funding needed to provide acceptable service to 75 percent of existing visitors; the Sustained increment will include the minimum funding needed to provide acceptable service to the remaining 25 percent of existing visitors not accommodated in Initial, and the Improvement increment will include most non-routine maintenance activities and all facility improvements and enhancements, modernization, and new facility construction.

To maintain the continuity and integrity of the recreation budget development process, the definitions of recreation increments remain the same as in the previous years. However, in order to meet the new requirement of entering budget information into P2, the budget Increments should be matched in P2 according to Table VI-2. That is, the initial increment will be entered in P2 as increment 1, the sustained increment will be entered into P2 as increment 3, and all the improvement packages will be entered in P2 as increment 4 except for critical non-routine maintenance packages, which will be entered in P2 as increment 2. There is no change on the BEST_ID's. The BEST_ID numbers should still be entered into P2 as the way they are in Rec-BEST.

| TABLE VI-2 | |
|---|--|
| Budget Increments Reference Table between Rec-BEST and P2 | |
| <u>Rec-BEST Increment</u> | <u>P2 Increment</u> |
| Initial funding level (75 percent of existing visitors) | Increment 1 (critical routine activities) |
| Improvement increment packages- for Critical non-routine Maintenance only | Increment 2 (critical non-routine activities) |
| Sustained increment (remaining 25 percent of existing visitors) | Increment 3 (support continuing the targeted level of service) |
| Improvement increment packages- for all other packages | Increment 4 (activities enable greater levels of performance in future years) |

VI-11. Initial Program Definition. Pursuant to the Recreation Budget Goals and Objectives established in paragraph VI.3, the following definition of Initial funding for the Corps recreation program is established. The Initial program for recreation will not be based upon any previous year's budget, although previous year's budgets may be used for grounding purposes to prevent dramatic funding swings, based on inaccurate performance data. This Initial program definition is unique to the recreation business program; Initial definitions for other business programs may be found in their specific appendices. Budget increments above Initial must be justified by the incremental benefits to be delivered, as described by the performance measures.

a. Initial – Operations & Maintenance and Mississippi River and Tributaries Maintenance. The Initial funding level for each project is the minimum funding needed to provide acceptable service to 75 percent of existing visitors. The parks or facilities that represent the most efficient program in serving 75 percent of existing visitors should be included in Initial. The less efficiently operating parks that serve the remaining 25% of visitors at acceptable levels should be included in Sustained Increment.

NOTE: This definition will be used for budget development purposes only, to establish an equivalent platform among projects on which to build a performance based budget. This budget development guidance will not be used to determine the appropriate execution of the recreation program following appropriation of funds. Guidance to assist decision making regarding major changes in recreation

program operation, to include park closures, is available elsewhere as operational guidance, not budget development guidance.

b. The definition of "acceptable service" is provided in paragraph VI.13. Care should be taken to use the service level criteria properly to assure accurate computations. "Existing recreation visitation" means visitation occurring at currently open recreation areas managed by the Corps.

c. Funding for all activities encompassed by Work Category Codes 60511, 60513, 60514, 60520, 60541, 60542, 60550, 60560, 60591, 60592, 61511 and 61514 that serve 75% of existing recreation visitation in designated recreation areas (excluding access points, overlooks, and Class E campgrounds) at acceptable service levels in the most efficient program will be included in Initial. Annual recurring costs for non-recurring work items, such as minor roof repairs, painting of comfort stations, road patching, sign replacements, exhibit repairs, etc., should be budgeted in 61511 and 61514 (for visitor centers only) in Initial and in Sustained Increment. Maintenance requirements which are scheduled, such as roof replacement, road re-paving, renovation of comfort stations, fabrication or installation of visitor center replacement exhibits, etc. should be budgeted in 61511 and 61514 (for visitor centers only) in Improvement Increment. Only those maintenance costs essential to provide acceptable service IN THE BUDGET YEAR should be included in the Initial Increment or Sustained Increment.

d. The minimum funding to assure the health and safety of visitors to areas outside designated recreation areas, including access points, overlooks, Class E campgrounds and dispersed areas will be included in Initial. This includes maintenance of buoys and lake-wide navigation aids necessary to assure the health and safety of visitors.

e. For WCC 60550, Real Estate Management for the Recreation Function, the minimum funding necessary to perform only the most basic oversight of existing recreation outgrants will be included in Initial. Costs to accomplish real estate activities required to issue a new recreation outgrant should be included in Initial also, if the new outgrant will result improved program efficiency, i.e. public recreation opportunities will be provided at less cost to the government. WCC 61550 and WCC 61510 have been revised to reflect only those real estate activities directly related to the recreation program.

f. For recreation projects with no Corps operated recreation areas (PL 89-72 projects and/or projects where all recreation areas are outgranted), the minimum costs to provide necessary oversight of existing recreation outgrants will be included in Initial in WCC 60550. Minimum costs to fulfill Corps requirements for visitor health and safety should be included in Initial in WCC 60511. (Costs for non-routine maintenance, i.e. facility replacement and for minimum health and safety should be included in Improvement Increment.)

g. For WCC 60560, Environmental Compliance Management for the Recreation Function, the work required to comply with environmental protection mandates (i.e., laws, executive orders and court orders) will be included in Initial. Include the amount of funds required to meet minimum environmental compliance and safety standards and to satisfy other legally binding requirements.

h. For Construction and MR&T construction, see Annex B. In FY 09, there will be no work packages developed for recreation in Investigations or MR&T studies.

VI-12. Increments Above Initial. The Recreation program will have 2 budget increments above Initial.

a. **Sustained Increment.** Sustained Increment will include the minimum funding needed to provide acceptable service to the 25 percent of existing visitors not accommodated in Initial. This Increment serves only the remaining 25% of visitors. It does not include any facility improvements or non-

routine maintenance, other than those maintenance costs critical to provide acceptable service IN THE BUDGET YEAR, as defined in paragraph VI – 11(c) above.

b. Improvement Increment. This Increment will include most non-routine maintenance activities and all facility improvements and enhancements, modernization, and new facility construction. No WCC's for Operations Features may be used in Improvement Increment. Budget packages submitted in Improvement Increment should focus on a primary purpose which can be identified by the appropriate indicator as defined in paragraph VI – 14. Inappropriate bundling of work items should be avoided. A detailed description of the planned work should be provided in the description field in Rec-BEST. A clear description could improve consideration of a budget package for funding. Descriptions should be clear, concise and accurately identify the work to be accomplished. Identify the risks and consequences if not funded, as well as the benefits/performance improvements, if funded. Include items such as: current conditions, deteriorated/outdated features, annual cost savings, health, safety and management issues resolved, increased revenues, improved efficiencies, and other pertinent information that quantifies the work to be accomplished. If the work package includes work that can be broken into subparts, with associated costs, the breakdown should be included in the description.

VI-13. Service Levels. Developing our budgets using "acceptable service levels" will help us achieve more consistent public service levels across the country. Acceptable service levels protect the safety of our customers and the integrity of Government assets, as well as assure satisfactory interaction between agency staff and visitors. The guidelines provided in Table VI-3 should be used to determine requirements for acceptable service during the three consecutive peak months of project visitation in your budget submittal for camping, day use, and/or multipurpose recreation areas. Do not apply the service guidelines to access points, overlooks or Class E camp areas.

a. Acceptable service levels range from 34 – 40, with low-intensity use parks at 34, medium-intensity use parks at 37, and high-intensity use parks at 40. The range is established based upon the use or visitor demand placed on facilities rather than the kind or degree of development in the park. A 200 site Class A campground, which has moderate occupancy on a typical summer weekend may require less service than a small day use park located near a city that gets intensive use all week long. Service levels above the target should be reduced actively through the budget process to achieve consistent public service across the Corps. You should develop your Initial and Sustained Increment budget to provide services within this range as appropriate by intensity of use level. These guidelines were adapted from those developed by the Southwestern Division, as part of their Justified Levels of Service effort. Please note that "Visitor Contacts" has been added as an element of "Visitor Assistance" below.

**TABLE VI-3
ACCEPTABLE LEVELS OF SERVICE**

| Services (Peak Season) | | | | Current service level range | Target⁰ Service level range |
|---------------------------------------|---|---|--|--|---|
| Facility Cleaning¹ | 2 days per week (4) | 5 days per week (8) | Daily (10) | 0 - 10 | 2 - 10 |
| Facility Mowing² | 6 in. or less 50% of time (4) | 6 in. or less 75% of time (8) | 6 in. or less 95% of time (10) | 0 - 10 | 2 - 10 |
| Visitor Assistance³ | Ranger Patrols, Daily; Visitor Contacts Daily (3) | Ranger Patrols; Daily; Law Enforcement Agreement in Place; Visitor Contacts | Ranger Patrols, More than once daily on weekends; Weekend law enforcement patrols; | 0 - 8 | 2 - 8 |

| | | | | | |
|---|-----------------------------------|---|--|---------------|----------------|
| | | daily with periodic water safety/interpretive programs (6) | Visitor contacts daily with water safety/interpretive programs weekly (8) | | |
| Gate Attendant/Park Host⁴ | Gate staffed on weekends only (3) | Gate staffed less than 7 days per week but always on weekends (6) | Gate staffed 7 days per week (8) | 0 - 8 | 0 - 8 |
| Reservations⁵ | Yes (2) | | | 0 - 2 | 0 - 2 |
| Urgent Repairs⁶ | Correct within 4 or more days (4) | Correct within 1-3 days (8) | Correct within 24 hrs (10) | 0 - 10 | 4 - 10 |
| Routine Repairs⁷ | Correct within 14-30 days (2) | Correct within 5-14 days (4) | Correct within 1-4 days (6) | 0 - 6 | 2 - 6 |
| | | | | | |
| Grand Total | | | | 0 - 54 | 12 - 54 |

| Rating | Points |
|-------------------|--|
| Below | Low Intensity Use - 0-33 Points Medium Intensity Use – 0 -36 Points High Intensity Use – 0-39 Points |
| Acceptable | Low Intensity Use – 34 Medium Intensity Use - 37 High Intensity Use – 40 |
| Above | Low Intensity Use – 35 or More Medium Intensity Use – 38 or More High Intensity Use – 41 or More |

Footnote

0. You need to enter a point value for your target service level that falls between the ranges of service for each category (e.g., at least 2 points for facility cleaning). If the service provided falls between the values listed in the columns for each service you may select a value between those numbers in the columns. See the service matrix worksheet in Rec-BEST for a full listing of appropriate point allocation to all service levels.
1. Includes such things as cleaning of restrooms, shower/toilet buildings, vault toilets, change houses, and bath houses.
2. Includes improved mowing areas located around such things as buildings, facilities, sites, beaches, playgrounds, trail heads, multi-purpose fields/activity areas and along park roadways. Arid areas that require little or no mowing should be scored as “7”.
3. A ranger patrol equals a minimum of one trip by one or more uniformed Corps rangers through a park.
4. Gate is staffed by volunteer, contractor or Corps employee. Staffed gate is person on site during 3 peak months of visitation.
5. Reservations for camp sites, shelters or other facilities.
6. “Urgent repairs” are to correct problems that render a site or park unusable or unsuitable for use. This includes such things as electric and plumbing repairs. Examples: A major water leak would be an urgent repair, but a dripping faucet would not. Replacing a stop sign would be an urgent repair. Pruning a storm damaged limb above a campsite would be an urgent repair, but pruning a broken limb in a natural area would not. Without urgent repairs, our customer cannot have full use of the site or facility. (NOTE: All deficiencies or hazards which threaten health or safety must be corrected immediately or the affected site or facility closed to public access.)

VI-14. **Work Package Indicators.** When developing work packages above the Initial program, Operations Project Managers should consider the goals and objectives for the recreation program and FY 09 budget development, as described in this Appendix. Accordingly, the following recreation packages are suggested as appropriate and should be identified with the appropriate indicator(s) in Rec-BEST. Work packages with other purposes may be appropriate and may be included without an indicator.

a. Two sets of indicators are provided to categorize work packages. The first set describes the primary purpose of the work package. Only one of the primary purpose indicators should be applied to a single work package.

(a) Packages for non-operational, non-routine maintenance, such as road paving, roof replacement, erosion control, or utility infrastructure repairs or replacement, i.e. water or sewer systems.

(b) Packages for accessibility improvements, to accommodate persons with disabilities, including packages to fund inventory assessments. A sub-indicator is provided to indicate the budget package corrects a legal deficiency resulting in a civil rights violation, as defined in paragraph VI – 4(d).

NOTE: Any facility construction or major renovation must meet current standards. Accordingly, any budget package to construct or renovate facilities should incorporate the costs to meet accessibility requirements, as it would include costs to meet safety requirements or other engineering guidelines. The accessibility indicator is not appropriate for such budget packages unless the primary reason to do the work is for accessibility improvements. If the work would not be done if the site or facility were already accessible, a different indicator should be used.

(c) Packages for efficiency improvements for existing sites and facilities to realize future O&M savings. A field is provided in Rec-BEST to capture the estimated average annual O&M savings resulting from the investment in the first 5 years following the investment.

(d) Packages for new facility construction within an existing recreation area, when such facility construction can be justified on a benefit cost basis.

(Footnotes Continued)

7 “Routine repairs” are repairs that should be completed in a fairly short time, but are not urgent. Routine repairs would not require an important visitor facility to be shut down if not completed. Routine repairs do not include major or periodic maintenance, unfunded maintenance, modernization activities, new construction, facility replacement or other work budgeted in Improvement Increment. Routine repairs do not include operational maintenance or services such as facility cleaning, mowing or trash pickup. Routine repairs may include non-recurring work items budgeted in 61511 such as roof patching, sign repair or replacement of damaged non-critical signs, graffiti removal, blading roads and camp pads to repair ruts and potholes, dripping faucet repair, repairing a nonfunctional hand dryer, repair of broken picnic tables, grills and fire rings, repair or replacement of damaged partitions and window screens and other non-urgent repairs to structures and facilities.

8 Use your best professional judgment supplemented with your estimate of the area's occupancy rate when determining use intensity. High Intensity Use -- an area with 100% to 75% of the sites/parking lots occupied on weekends during the peak use season; Medium Intensity Use -- an area with 75% to 25% of the sites occupied on weekends during the peak use season; Low Intensity Use -- an area with less than 25% of the sites/ parking lots occupied on weekends during the peak use season.

(e) Packages for critical non-routine maintenance work. Critical non-routine maintenance is defined as work that, if not accomplished in the Budget Year, will result in failure of a necessary component of recreation infrastructure. Work that will restore an inoperable facility to operability may be defined as critical maintenance, if the facility is a necessary component of recreation infrastructure. For example, if the only shower building in a Class A campground was damaged in a storm and rendered unsafe for visitor use, the costs to repair the building and restore it to public use could be identified as critical non-routine maintenance.

b. The secondary set of indicators further describes the work. More than one indicator may apply to a single work package. All indicators that apply should be attached to each work package.

(a) Packages for work to be done in partnership with other private or public entities, such as challenge partnerships, which results in leveraging Corps resources. A field is provided in Rec-BEST to capture the estimated leveraged value of the budget package, i.e. the amount of partner investment in funds, goods or services that would be realized from funding the package.

(b) Packages that will result in expected increased recreation use fee collection of 10% or more for the recreation area or areas affected by the work.

(c) Packages for work that includes a **critical** health and safety component.

VI-15. Recreation Budgetary Performance Measures. The following performance measures have been developed for application in the FY 09 budget development, review and defense. The incremental change in performance values for these measures will be calculated for each work package developed in Rec-BEST. The three performance measure values will then be normalized to achieve a single value that will be used to rank all work packages at the district, MSC and national levels. See paragraph VI.18. Recreation Budget Evaluation System (Rec-BEST), below for more information.

a. Recreation Unit Day Availability (RUDA) - This is an output performance measure of recreation capacity or opportunity.

b. Facility Condition Index (FCI) - This is an output measure of the quality of the opportunities provided to our visitors.

c. National Economic Development (NED) Benefit - This is an efficiency measure of our provision of quality opportunities.

d. Customer Satisfaction has been identified in the Civil Works Strategic Plan as a performance measure for the Corps recreation program. For FY09, we will report nationwide performance values for this measure. Customer satisfaction is an outcome measure, which is dependent upon the amount and quality of the opportunities provided.

e. Cost recovery, calculated by dividing recreation use fees collected by recreation funding/expenditure, has been identified as a Recreation Program performance measure. This measure will not be used as a budgetary measure in FY 09; however, nationwide values for this measure will be reported to OMB. The applicability of this measure will be defined further in the future.

VI-16. Recreation Budget Construction. The recreation budget will be constructed using the information delivered as requested in paragraphs VI-10 through VI-15 above. The Recreation Program Team will evaluate the information available and construct a coherent budget that addresses the

Recreation Program Mission, Goals and Objectives; the Recreation Budget Goals and Objectives; and focus areas identified above.

a. The Initial program is the starting point on which the performance based recreation budget is constructed. This Initial program will be developed starting with the Initial packages submitted by each project. The total amount of the Initial program will be balanced with above Initial requirements to construct an overall, affordable program that best addresses the Recreation Program Goals and Objectives within the context of the total Corps budget. The Initial program will deliver quantified performance values for the 3 budgetary performance measures – RUDA, FCI, and NED Benefit.

b. The sum of the Initial program and Sustained Increment represents the total funding requirement to provide acceptable service to 100% of our customers. This is important information, and care should be taken to assure it is an accurate reflection of that requirement. This total requirement is considered when the ceiling level service program is constructed. An indicator with a text field is provided in Rec-BEST to document if the total of Initial and Sustained Increment increased significantly in FY 09 because of increased O&M requirements resulting from Congressional Adds in prior years. The year and description of the Congressional Add should be noted in the text field.

c. Work packages in Improvement Increment will be evaluated based on the incremental change in the 3 budgetary performance measures resulting from accomplishing the work. This will provide a single ranking value that will permit ranking of all work packages from 1 to X, from highest to lowest performing work.

d. Work packages in Improvement Increment will also be identified by work package indicators, which further describe the work to be done. This will permit the segregation of work into categories within which the highest performing work can be identified. For example, the highest performing critical non-routine maintenance can be identified. The highest performing accessibility improvements to be accomplished in partnership with others can be identified. All modernization work can be evaluated based upon its expected increase in fee collection. The combinations of these various data elements result in the capability to create an overall program that is responsive to the Corps requirements, as well as to the interests of OMB, Congress and our customers, within a performance based environment.

VI-17. Operations and Maintenance Business Information Link (OMBIL) Data Requirements. Data to compute recreation performance measures will be maintained in OMBIL. Operations Project Managers should assure that all recreation projects are properly identified in OMBIL with a project site area of type "recreation" and that all OMBIL data required for budget development has been entered and is up to date prior to budget development. For FY 09, the following OMBIL data will be required by recreation area:

- a. Visitation
- b. Recreation Area Managing Agency
- c. Recreation Area sub-type
- d. Numbers of camp sites
- e. Numbers of day use parking spaces
- f. Visitor Center Type
- g. Campground Class

VI-18. Recreation Budget Evaluation System (Rec-BEST) and P2. A web-based tool was developed and first deployed for field use in calculating recreation performance measures for O&M activities in FY 2006. Rec-BEST uses OMBIL data, supplemented with data provided by the Operations Project Manager, to calculate a value for each of the performance measures associated with each budget package. Using the incremental change in these performance values, Rec-BEST ranks all recreation budget packages at the district, division and HQs levels. For the 09 budget development, all budget and performance information entered in Rec-BEST for FY 08 can be pre-populated into the 09 process unless the users choose not to. A 3% inflation rate will also be applied to all budget packages that are pre-populated from the 08 development to compensate for increase on OM costs. Most projects should take the advantage of retrieving data from the previous year in Rec-BEST and review/update the existing budget packages in Rec-BEST instead of creating new ones.

The performance measure information must be updated in Rec-BEST by 1st June, 2007. These performance data will be extracted from Rec-BEST and then merged with budget data extracted from P2 Primavera Project Manager in OFA. In the case where budget information has not been entered into P2 Primavera Project Manager, both budget and performance information will be extracted from Rec-BEST and uploaded into P2 OFA. When entering budget information into P2 Primavera Project Manager, make sure the corresponding BEST ID's are entered for all budget packages to ensure the proper performance measures can be matched in OFA. For most projects, the preliminary budget information and the matching BEST_ID's can be carried over from previous year's data entry in P2 or should be taken from the existing Rec-BEST database. For projects that start FY 09 budget development in Rec-BEST first, you should provide the budget information to your P2 correspondent for data entry in P2 before the deadlines set by the district/division to allow districts and MSC to review and evaluate their budgets comprehensively, across business lines. For projects that enter the budget into P2 first based on FY 08 Rec-BEST budget package information, make sure to revise your Rec-BEST budget information accordingly. For either option, you must enter the matching BEST_ID when entering budget information in P2. The information needed to provide your P2 correspondents for data entry is available on the P2 summary page in Rec-BEST. Additional OFA uploads from Rec-BEST will be done on district or MSC request to the Rec-BEST technical team at ERDC. As the budget review continues, necessary changes to Recreation budget data will be coordinated and made in Rec-BEST, with subsequent uploads to OFA as necessary. Rec-BEST may be accessed through the NRM Gateway at <http://corpslakes.usace.army.mil/employees/recbest/recbest.html> along with directions for its use.

a. Rec-BEST will not be used for Construction work packages. No Investigation work packages will be developed for recreation. For Construction packages, the 3 recreation performance measures should be calculated manually and input to P2.

VI-19. 5 - Year Glide Path. The Civil Works Five Year Development Plan purpose is to present an overview on how the funding for the Civil Works program over a five-year period will produce results that contribute to achievement of the strategic goals and objectives in the Civil Works Strategic Plan. The five-year plan focus is to undertake projects and activities that provide the highest net economic and environmental returns on the Nation's investment. See paragraph 8 (b) of the main part of the EC for details.

To help in preparing the 2009-2013 five-year plans, the HQ recreation business line manager will work with each MSC/Division to develop five-year funding streams for each project. The funding streams will be the basis for the PY budget and the 2009-2013 Five-Year Development Plan (FYDP) which will be submitted to Congress and Office of Management and Budget (OMB) along with the budget submission. Divisions' five-year programs must be included in the 29 June 2007 submission. After the Divisions submit their five-year funding streams, a CW five-year plan will be prepared.

The targeted ceiling program shown in Table VI-4 is to maintain “current services” compared to the FY 08 budget, as indicated in the Fiscal Year 2009 Army Civil Works Budget Guidance. Performance goals will focus on providing the same levels of service to visitors to Corps operated parks compared to FY 08. The tables below display estimated five-year performance results for the ceiling program.

TABLE VI-4
Five-Year Ceiling Program Performance Targets

| <i>Fiscal Year</i> | <i>FY09</i> | <i>FY10</i> | <i>FY11</i> | <i>FY12</i> | <i>FY13</i> |
|---|--------------------|--------------------|--------------------|--------------------|--------------------|
| Budget (\$ million) | 275 | 283 | 292 | 301 | 310 |
| Visitation (Corps managed areas -- million) | 127* | 127* | 127* | 127* | 127* |
| Customer Service ¹ - Parks | 48% | 48% | 48% | 48% | 48% |
| Customer Service ¹ - Visitor Centers | 75% | 75% | 75% | 75% | 75% |
| Customer Satisfaction ² | 87% | 87% | 87% | 87% | 87% |
| Recreation Unity Day Availability ³ (in millions) | 60* | 60* | 60* | 60* | 60* |
| Facility Service ⁴ | 47% | 46% | 46% | 45% | 45% |
| Facility Condition ⁵ | 3.7 | 3.6 | 3.6 | 3.5 | 3.5 |
| NED Benefits (\$ million) | 1,138 | 1,151 | 1,163 | 1,176 | 1,189 |
| RB/RC (remaining benefits/remaining cost) | 4.14 | 4.06 | 3.99 | 3.91 | 3.84 |
| Cost Recovery (Recreation Receipts/Budget) | 16% | 16% | 16% | 16% | 16% |

1. Percent of visitors served at parks with acceptable service levels.

2. Percent of visitors who are satisfied with their visits to Corps managed parks.

3. RUDA- the total possible recreation opportunities (in site days/nights) provided at Corps managed parks.

4. Percent of visitors served at parks with average Facility Condition at "Fair to Good" or better.

5. Based on a seven point scale: 1 = poor to 7 = excellent.

*The strategy to address budget short fall may include a combination of reduced service levels and reduced recreation opportunities implemented through partial and/or complete park closures.

The Recommended program shown in Table VI-5 contains funding for improvements that address visitor health and safety needs, modernize electrical service at high performing campgrounds, improve operational efficiency and improve access to facilities for disabled visitors. In addition, the recommended program includes funding to increase visitor assistance services by rangers to conduct water safety programs and increase patrols in beach areas and Corps operated parks. The program also includes funding for visitation surveys to maintain the capability to monitor visitation levels at Corps projects to enhance the capability of tracking program performances.

Five year performance projections reported here are based on estimates provided by field managers in Rec-BEST during the past three years. Under the recommended program, service levels at individual recreation sites will be maintained and/or adjusted to reflect the level of visitation, relative to the cost of such maintenance, at those sites. Levels of service will be held steady at a higher level compared to the ceiling program, through limited investments in service, site and facility improvements. Program efficiency, as measured by RB/RC, will increase by about 10 percent in five years. The downward trend in facility condition projected under the ceiling program will be reversed and facility condition will gradually increase as a result of facility improvement investments in high performing parks, and visitors served at facilities rated at “fair-good” or better will increase by four percent. The facility improvement is also

needed to meet the increasing recreation demand from population growth. The table below displays estimated five-year results for the recommended program.

TABLE VI-5
Five-Year Recommended Program Performance Targets

| <i>Fiscal Year</i> | <i>FY09</i> | <i>FY10</i> | <i>FY11</i> | <i>FY12</i> | <i>FY13</i> |
|---|--------------------|--------------------|--------------------|--------------------|--------------------|
| Budget (\$ million) | 329 | 339 | 350 | 360 | 371 |
| Visitation (Corps managed areas -- million) | 144 | 145 | 147 | 149 | 151 |
| Customer Service ¹ - Parks | 75% | 75% | 75% | 75% | 75% |
| Customer Service ¹ - Visitor Centers | 80% | 80% | 80% | 80% | 80% |
| Customer Satisfaction ² | 88% | 88% | 89% | 89% | 90% |
| Recreation Unity Day Availability ³ (million) | 74 | 74 | 74 | 74 | 74 |
| Facility Service ⁴ | 49% | 50% | 51% | 52% | 53% |
| Facility Condition ⁵ | 3.7 | 3.8 | 3.8 | 3.9 | 3.9 |
| NED Benefits (\$ million) | 1,419 | 1,488 | 1,582 | 1,669 | 1,756 |
| RB/RC (remaining benefits/remaining cost) | 4.30 | 4.38 | 4.52 | 4.63 | 4.73 |
| Cost Recovery (Recreation Receipts/Budget) | 16% | 16% | 17% | 18% | 19% |

1. Percent of visitors served at parks with acceptable service levels.
2. Percent of visitors who are satisfied with their visits to Corps managed parks.
3. RUDA- the total possible recreation opportunities (in site days/nights) provided at Corps managed parks.
4. Percent of visitors served at parks with average Facility Condition of "Fair to Good" or better.
5. Based on a seven point scale: 1 = poor to 7 = excellent.

ILLUSTRATION VI-1
FY 09 Recreation Budget Development Work Flow

Two options for building your 09 budget: 1. Start in Rec-BEST and then provide the budget information to your P2 correspondent for data entry in P2 (must do this to get the BEST_ID if this is a new package for 09). 2. Enter the budget into P2 first based on FY 08 Rec-BEST budget package information and then revise your Rec-BEST budget information accordingly. For either option, make sure to enter the matching BEST_ID when entering budget information in P2.

Performance (and budget) information generated in Rec-BEST will be uploaded to OFA to match with all budget packages entered in Project Manager. Direct access to Rec-BEST database will be available for District and Division quality assurance review.

HQ and MSC business line managers develop the nationwide program using budget and performance measures submitted in P2 and Rec-BEST. Recreation budget is then submitted to HQ, ASA, and later OMB for budget appropriation.

Final budget adjustment in P2 based on President's budget. Manually adjust budget information in P2 Primavera Project Manager based on final budget appropriation recorded in OFA.

